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ABSTRACT

This paper discusses a set of concepts which have been developed for the analysis of the organization and administrative problems which confront sheltered workshops. The concept of systems analysis is introduced to examine the activities of the workshop and to indicate the manner in which the conceptual framework developed may be applied to consideration of the various activities of the workshop, particularly those concerned with allocating resources, producing economic value, and processing disabled individuals in ways designed to increase their vocational performance and potential. The final section is concerned with the complexities of administration created by the fact that the activities of each system are neither totally separate nor totally dependent. (KJ)

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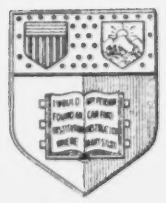

APPLICATION OF SYSTEMS ANALYSIS IN SHELTERED WORKSHOPS

by William H. Button

ORGANIZATION AND ADMINISTRATION OF SHELTERED WORKSHOPS:
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APPLICATION OF SYSTEMS ANALYSIS TO SHELTERED WORKSHOPS

For the last three years the staff of the Region II Rehabilitation Research Institute at Cornell has been involved in the study of sheltered workshops located in the states of Region II (New York, Pennsylvania, New Jersey and Delaware) and in other regions of the country as well. During this time we have had many opportunities to study on a first-hand basis the operation of the large variety of programs conducted by sheltered workshops and have become aware of the multifaceted problems of pressing concern to managers and administrators in these facilities. We have, in addition, analyzed large amounts of information and data regarding the operating characteristics of these organizations. This has been and continues to be reported in a series of reports issued periodically by the Institute.[1]

We have found it useful to develop a set of concepts which serve to guide us in the research process.[2] These concepts suggest the types of data necessary for the analysis of organizational and administrative issues and at the same time provide a basis for interpretation of the data. On the numerous occasions when we have participated in training and educational programs with workshop personnel and elsewhere reported on our activities to representatives from workshops, state agencies, and other groups, the analytical framework we have used has appeared to stand up under critical scrutiny. We should like, therefore, to briefly present this conceptual framework with the view of bringing it to the attention of the many people both in private and public agencies concerned with developing plans for the utilization and development of sheltered workshops. This frame of reference, we hope, will be useful, in a general way, to many individuals, though as a model, it should be recognized that it oversimplifies reality. Such an oversimplification can only be justified in situations where little is known and there is much to learn about a complex phenomena. We would also hope that this approach toward analysis of organizational problems can be of significant value to policy and decision makers within workshops themselves, including not only executive directors, but members of the board of directors and other community representatives who lend their time and expertise to these organizations.

What is a sheltered workshop?

Numerous definitions are available to define what a sheltered workshop is. Their relevance relates to the specific interests of those devising the definition. There are legal definitions necessary for discriminating among organizations to which a variety of legal and regulatory provisions apply; there are definitions offered characterizing types of services provided for disabled populations of various sorts; finally, there are evaluative definitions offered to discriminate between organizations whose activities appear to the observer to merit greater or lesser degrees of support. While we are aware of these definitions, we shall offer here an additional one, somewhat more complex than existing definitions, but hopefully more relevant to analysis of a broad set of questions.

Our conception of a sheltered workshop views it as a *complex, open, socio-technical system* with characteristic inputs and outputs. We shall have to expand upon this definition to indicate in what particular ways this definition is useful for analyzing and managing sheltered workshops. Let us begin by discussing the concept, *socio-technical system.*[3]

As we apply the concept of system to sheltered workshops (or to any organization, for that matter) we must be sufficiently specific in our use of the concept of the organization as a system that it serves useful purposes. While a computer system consists of capacitors, resistors, transistors and many other *inanimate* parts, organizations are composed of people

1 This research was supported, in part, by a Social and Rehabilitation Service Grant (RD-2075) to the Region II Rehabilitation Research Institute at the New York State School of Industrial and Labor Relations, Cornell University, Ithaca, New York. Copies of reports dealing with wages, professional staffing and financial structure are available from Region II Rehabilitation Research Institute, New York State School of Industrial and Labor Relations, Cornell, Ithaca, New York 14850.

2 The author wishes to acknowledge the numerous contributions of John R. Kimberly to the conceptual framework, herein described, while in no way obligating him to vouchsafe the discussion of these concepts as elaborated here.

3 See Walter Buckley, ed. *Modern Systems Research for the Behavioral Scientist* (Chicago: Aldine, 1968). Also F. E. Emery and E. L. Trist, "Socio-Technical Systems," in *Management Sciences,* C. W. Churchman and M. Verlust, eds. vol. 2 (London: Pergamon Press, 1960), pp. 83-97.

THE THREE SUB-SYSTEMS OF THE SHELTERED WORKSHOP

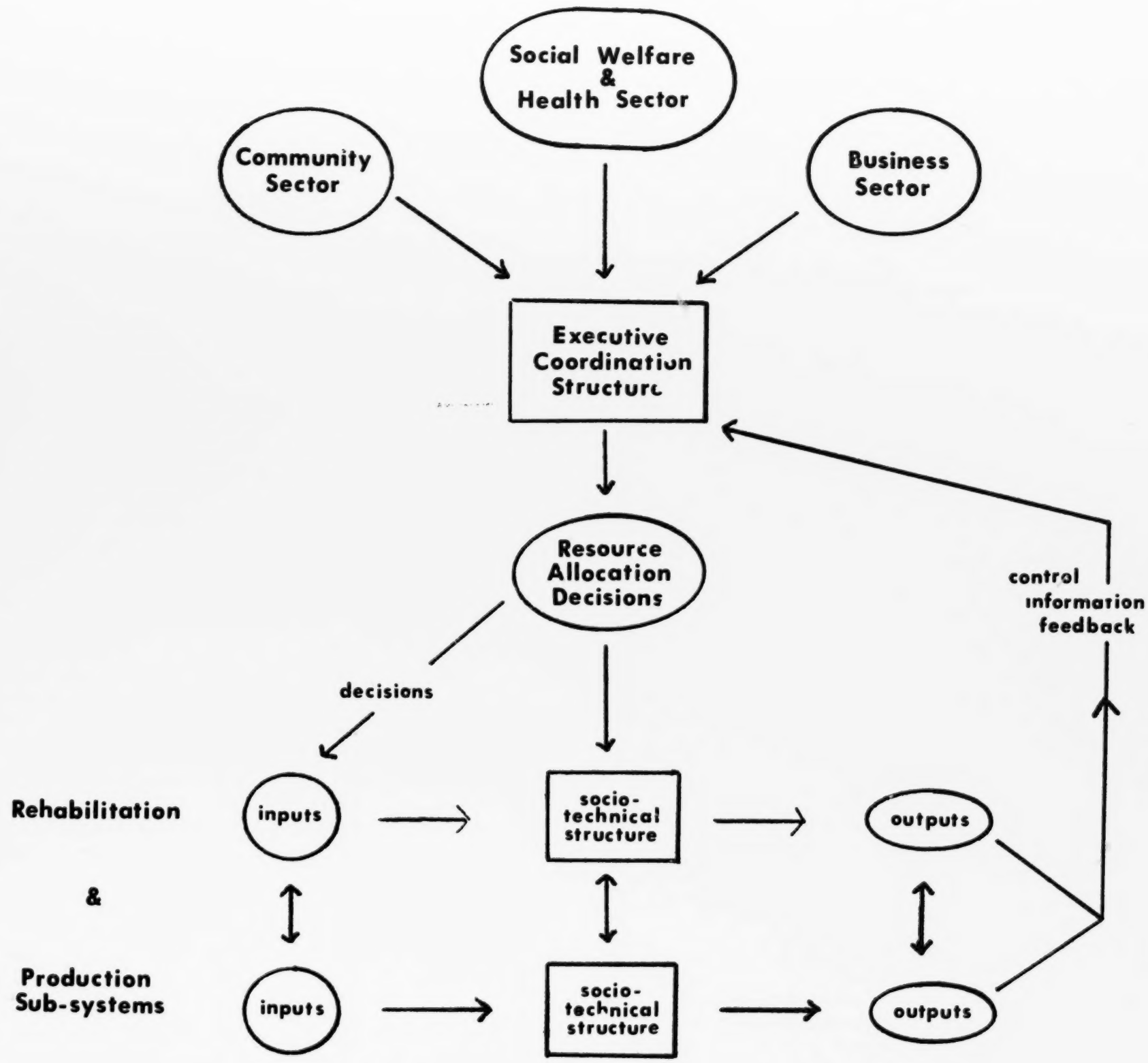

Figure One

and activities they perform, together. Thus, when we speak of an organization as a *socio-technical system* we intend to include in our analysis individuals defined in a variety of ways (i.e. different statuses, such as clients, counselors, foremen, etc.) and also their activities, which broadly considered we view as technology. These activities and the people performing them represent a complex system whose performance may or may not coincide with the plan or design objectives of those who manage or administer the organization. Our concept of system tells us that to understand it thoroughly or to design it for optimal performance, we must account for the fact that the effectiveness of the system is a reflection of the *integration* of the social and technical components of the organization.

In the case of the sheltered workshop, it is apparent that the components of most of these organizations include, at a minimum, the following: clients, supervisors, a director, a governing body, professional personnel, production work and materials, equipment for performing work, floor space allocated to various activities, rehabilitation activities, (counselling, vocational instruction, on-the-job training, etc.) activities involving modification of material goods (i.e. collating, assembly, sorting, etc.) in ways which add value to them, and numerous other individuals and processes which considered collectively represent a socio-technical system. Since people and the activities they perform are the components of our system, the nature of the interrelationships among them, while critical, is far more difficult to either plan or analyze than is even the case with the inanimate systems such as a computer. We have, therefore, found it desirable to conceptually divide the sheltered workshop into three interrelated but analytically distinct sub-systems. For certain purposes these may be viewed as interdependent[4] or overlapping. We shall turn to a discussion of these sub-systems after offering additional clarification of our basic concepts.

We have said that sheltered workshops were *open*, complex systems, concerned with processing inputs and producing outputs. If sheltered workshops were closed systems internal changes within one component of a sheltered workshop would explain change in all other components of the system. But, since we are dealing with an *open* system, we are sensitized to the fact that change in the socio-technical structure of our organization will reflect and be reflected by changes in the *environment* of our organization as well. We cannot properly understand the workshop as a system by considering solely its internal characteristics, but must be equally sensitive to its transactions with its environment. As we shall see, it is useful to think of the sheltered workshop as having a specific subsystem concerned with the many complexities involved in planning for and controlling the way in which the environment of the workshop affects the functioning of the system.

4 The word *interdependent,* as used here, means that relations among a set of system components are such that a change in one component will produce change in other system components. As a practical illustration, a change in disability groups served by the workshop will be associated with change in productive capacity.

Of critical importance to our *open* system concept of the sheltered workshop is the fact that inputs received from the environment are processed by the socio-technical structure of the organization and returned to the environment after modification. The nature of the inputs and outputs of sheltered workshops provide a basis for discriminating between these organizations and those whose inputs and outputs differ in kind, such as schools or churches. We have stated that the sheltered workshop as a system is *complex;* this is a reflection of the fact that, unlike a typical manufacturer, sheltered workshops process a heterogeneous collection of inputs and produce a heterogeneous collection of outputs. The processing of *both* people with impaired capacities *and* tangible products, goods or contracts of a material nature differentiates the workshop from the organization whose principal inputs are flour, yeast and shortening, and whose outputs are loaves of bread.

We have discussed the concepts which we use to both analyze and describe sheltered workshops as systems. At this point it will be well to turn to examine the personnel and activities of the three critical sub-systems of the sheltered workshop which, when considered together, constitute the organization.

The Three Sub-Systems Of The Sheltered Workshop

As we ordinarily visualize organizations, the familair hierarchial chart of boxes comes to mind. This view, consistent with what we refer to as a bureaucracy, places emphasis upon the authority relations existing among positions at one level and below.[5] While this approach is useful in determining the limits and scope of authority over various activities of different people in the organization, it obscures and often disregards the important part of the organizational activity associated with the sequential flow of work among people whose level in the organization is roughly comparable. We find it useful to think of an organization as a group of individuals whose activities along the continuum from input to output are logically related by an underlying technology or set of operating procedures. Thus, we find it pertinent to portray an organization in the fashion suggested by Figure One.

As examination of Figure One reveals, the three operating sub-systems in the sheltered workshop each process different inputs, with a different socio-technical structure, and produce different outputs. Let us examine these in some detail, despite the fact that we shall not be able to offer here an exhaustive list of the relevant components and activities.

The Rehabilitation System: As the preceding discussion has already suggested, two of the systems of the sheltered workshop are related to the processing of people with impaired capacity and the processing of material goods (or provision of

5 Bureaucratic concepts are often used to analyze organizations. For a discussion of these concepts see Robert Merton, *Social Theory and Social Structure,* rev. ed. (Free Press: Glencoe, Ill. 1957), pp. 195-206.

a service). The components of the former system, the rehabilitation system, include, on the input side, individuals with impaired vocational capacity. This rather general definition does not, of course, provide a basis for describing the actual nature of the incapacity, though of course in a concrete situation acceptance of an individual client into the system is based upon preliminary assessment and diagnosis of the functional nature of the specific impairment. While there is considerable variation among workshops in terms of whom they will accept and service, all workshops have a class of inputs which may be generally defined as disabled individuals. In like fashion, all workshops have a structural component commonly referred to as 'program' whereby they process individuals with impaired capacity and attempt to assess, restore or modify an individual's vocational capacity. This aspect of the workshop may be, in some instances, an elaborate sequence of planned activities supervised by a trained professional staff or may, in other agencies, include only a relatively informal orientation and on-the-job training activity. Since our system concepts tell us that there are relations among the components of the organization which have mutual influence upon each other, it logically follows that the nature of the incapacity of individuals accepted as inputs in many ways relates to the characteristic personnel and programs created by the organization to process inputs. Finally, of course, the rehabilitation sub-system produces outputs. Since these may be viewed as measures of the rehabilitation process, a considerable amount of controversy and difficulty is associated with determining the exact nature of these in any concrete situation. In the most general sense, we may conceive of these outputs as increases in vocational capacity of disabled people. While often measured solely in terms of placement rates in competitive employment, other indices are useful as well (particularly, indications of changes in earning capacity, maintenance of restored capacity, and adjustment to community and family life). While there is often a tendency to compare different workshops on the basic outputs alone when evaluating them, it is obvious that our system concepts provide a useful way to avoid some of the pitfalls inherent in such an oversimplified perspective. We can readily see that the absolute amount of outputs and the *rate* of output achieved by different workshops is integrally related to not only their inputs, which are critical, but to the rehabilitative socio-technical structure. It seems unwise to generalize too hastily about the merits of different programs until we have thoroughly assessed the nature of a workshop's inputs and the nature of its rehabilitative technology. As we shall soon see, the issue is even more complex.

The Production Sub-system: Turning to the producing system of the workshop we may see that paralleling the rehabilitative program there is also a system concerned with adding value to material goods. The inputs to such a system naturally consist of material goods with an initial monetary value which the workshop plans or contracts to increase. In concrete situations it is useful to think of these inputs as demands for the performance of specific kinds of work. Thus, inputs in some workshops consist of demands upon the system to perform chair caning and furniture restoration. Other workshops have work requiring packaging, soldering, food preparation, etc. To process these demands and to coordinate them in terms of allocation of available equipment, time and resources, the production sub-system has also a variety of different personnel whose activities are an integral part of the structure of the production system. Contract procurement specialists, foremen, inspectors, bookkeepers and accountants and shop superintendents among others are part of the structure of the production system whose activities must be integrated in order to process inputs and add value to them. Detailed analysis of the sequence of procedures associated with the production system would reveal the specific steps involved with processing inputs. These vary considerably as a function of the nature and volume of the inputs. Similarly, the absolute and relative amount of increased economic value added by the production system will reflect the complexity, organization and efficiency of the production system and the extent to which work performed by employees (clients) is adequately supervised. As we have noted previously regarding the rehabilitation system, measurement of the effectiveness of different workshops in terms of the outputs of their production system must take into account inputs and the structure of people and activities involved since they are integrally related. These aspects are equal in significance to issues associated with client productivity.

These problems are made more complex, as we have already suggested, because of the dual position of the client in the workshop. While, on the one hand he adds value to products which become outputs for the workshop's production system, he is at one and the same time 'the product' being processed by the rehabilitation system. Our conceptual framework, therefore, points to an essential dilemma involved in the management of sheltered workshops created by this very situation. Integration of the organization's production and rehabilitation systems is the essential administrative problem. We shall examine this issue in greater detail after concluding our discussion of the third, and in many ways the most complex, of the three sub-systems which our framework indicates are integral to every sheltered workshop.

The Executive Coordination Sub-System: Our definition of the sheltered workshop defined the system as *open*. We emphasized that the environment (community) in which the sheltered workshop operates had important consequences for the organization. The third system integral to the workshop is exclusively concerned with managing relations between the workshop and the environment from which the workshop draws resources and to which it contributes outputs.[6] We

6 This definition follows in part the definition offered by Talcott Parsons in his discussion of organization appearing in *Structure and Process in Modern Society* (Glencoe, Illinois: Free Press, 1960).

have termed this system the executive coordination system because it is comprised of both the upper echelon personnel concerned with policy formation and decisions and is, in addition, concerned with the difficult problem of resource allocation between the production and rehabilitation system. As we have already done with the two other systems, let us examine the inputs, structure and outputs of the executive coordination system within the workshop.

As we consider the environment with which this system is engaged in transactions regarding resources, it is useful conceptually to divide this environment into three sectors: the community sector, the social welfare and health sector, and the commercial and industrial sector. As we shall see there are linkages within the socio-technical structure of the executive coordination system which relate to each of these sectors.

The community sector: Numerous aspects of the community immediately determine the resources available to the workshop. Nearly all sheltered workshops depend to a degree upon charitable or fund-raising organizations for a percentage of their budgets. Funds from this source may be utilized to cover current operating expenses and deficits, or on the other hand to purchase capital assets for the organization whose value to the workshop persists over the course of their useful life. Resources from this sector may often come from organizations such as Red Feather or United Fund, but occasionally funds are contributed by individuals or by organizations concerned with the interests of a specific group of disabled individuals.

In addition to the funds derived from this sector, there are other community factors which have an important bearing upon the workshop. In a general sense, the nature of the population in the workshop's catchment area importantly affect the workshop, particularly insofar as ecological factors influence the incidence of disabilities of various sorts. The absolute size of the population is similarly important, for it will determine, to an important degree, the extent to which the workshop has the option of serving a specific cluster of interrelated disabilities (mental deficiencies for example) or, on the other hand, providing service to a heterogeneous population of disabled individuals. Another important aspect of the community affecting resources concerns the numbers and types of other organizations providing health and allied services. The number of educational institutions, medical and para-medical agencies and other social welfare organizations will influence the numbers and types of referrals which workshops will receive, particularly insofar as recipients of workshop services may remain ineligible for vocational services until such time as preliminary steps in their rehabilitation provided by such organizations are completed.

Social welfare and health sector: The social welfare and health sector of the community has, like the community sector, important resources necessary for the workshop and constitutes a major source of resources for the executive coordination system. The principal dimensions of this sector are concerned with public policy, programs and agencies. In this respect federal policy and programs are of great importance, particularly as the broad mandate established by Congress regarding the means and ends of vocational programs constitutes the limiting conditions within which both state and local programs most often operate. Such matters as eligibility requirements, grant programs and the variety of other federally sponsored programs affecting workshops, (ie. research, demonstration and training activities) all collectively bear upon the availability of important resources available to workshops. These include not only referral dollars paid out, but knowledge about programming, and the availability of trained personnel to work within the workshop itself and within the many other organizations with which it has relationships, particularly public agencies. It is also the case that resources committed to and by the state and local agencies to serve the disabled have an important bearing upon the absolute amount of resourses available to workshops. In many ways, decisions, regulations, and the administration of social welfare and health policies by state and local public agencies determine the demand curve for rehabilitation services which the workshop confronts. This demand curve is importantly a function of the state rehabilitation agencies but other organizations, including schools, hospitals, public welfare and employment agencies, and finally manpower programs, all have relevance for the workshop in terms of resources.

Industrial and Commercial Sector: The final sector with which the executive coordination system must relate is the industrial and commercial sector. The nature and kind of manufacturing and commercial organizations from which production work demands and dollars come is critical to the workshop, yet other aspects of this sector are relevant as well. The characteristics of the industrial establishments in a community will have an important bearing not only upon the types of work for which workshops must compete but also upon the structure of employment opportunities for clients. Labor market factors, such as the numbers and skill requirements of job opportunities, will have an important bearing upon the nature of the rehabilitation programming the workshop conducts and the nature of the work performed in the production system. For example, often within large metropolitan centers, there are employer associations or particular craft-oriented industries whose demands for employees with specific skills create special opportunities for the workshop and with which it may well be relevant for the workshop to enter into formal and informal agreements to "produce" trained personnel. On the other hand, there may be a more diffuse labor market in a certain community in which case the workshop may well be wise to place maximum program emphasis upon development of social behaviors associated with employment, leaving all but fundamental vocational skill training to employing organizations. As these remarks suggest, characteristics of the industrial and commercial sector of the community have far more bearing upon the workshop than merely dollar funding of production

INTERRELATIONS AMONG SYSTEMS WITHIN THE WORKSHOP

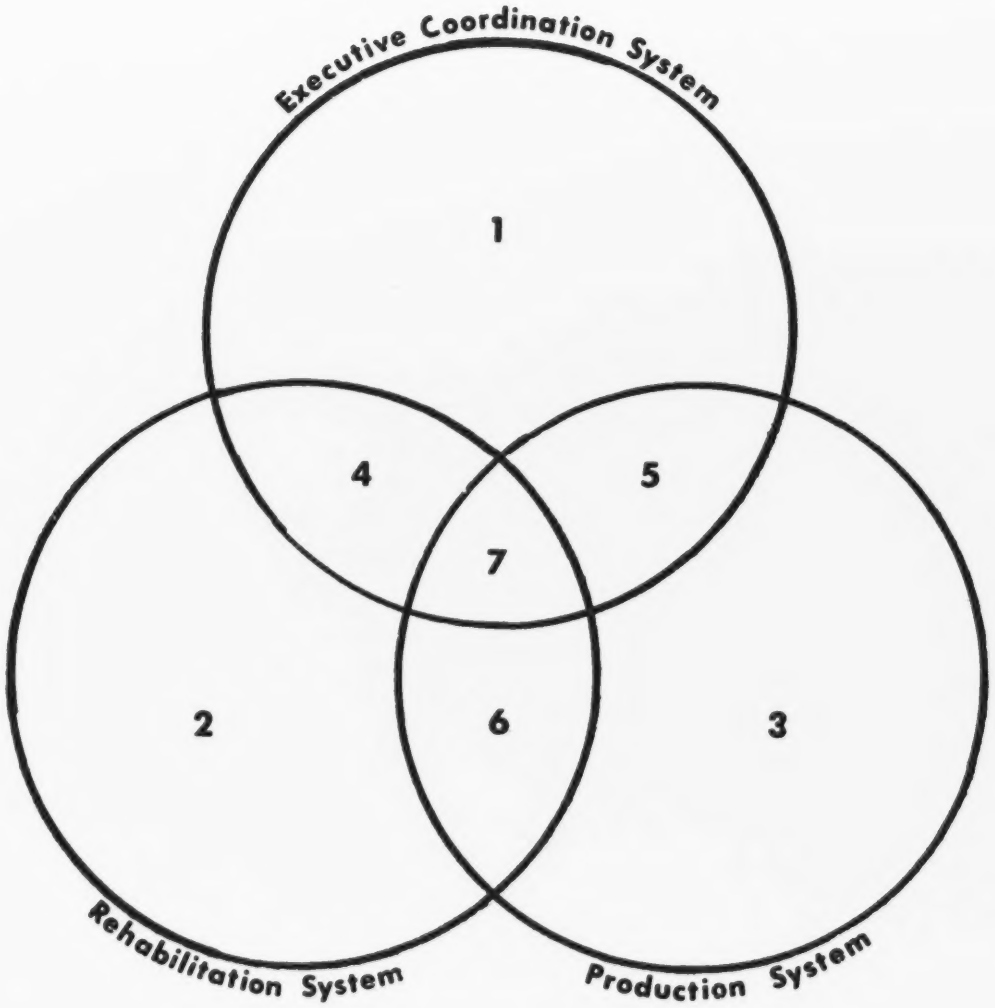

Figure Two

activities. The executive coordination system within the workshop must operate with the interests of this sector and its potential and available resources in clear perspective.

Up to this point we have discussed the sectors of the community with which the workshop's executive coordination system works, emphasizing that it is from these sectors that resources essential to the operation of the workshop must come. We may now turn to discuss briefly the structure and outputs of this system, for it is the activities of this system, and the personnel involved, which determine the direction and nature of the organization as a whole.

As those familiar with the composition of the board of directors within workshops will recognize, representatives of the various sectors discussed above are commonly found on the boards of most agencies. It appears to be the critical task of the executive director of the workshops to maintain, through his board of directors, close linkages with the community through working effectively with board members whose principal activities outside the workshop concern activities and organizations from which the workshop draws resources. Just as the board member from a local manufacturing concern may influence his own and other businesses to enter into vendor relations with the workshop, he may also be a resource in terms of his technical knowledge and expertise enabling the workshop to acquire an additional capacity to add value to material products. In much the same way, representatives from community agencies, public schools, and other organizations may contribute to the workshop by facilitating the acquisition of not only material resources but insight and expertise regarding the conduct of the rehabilitation program as well. As we can see, therefore, the structure of the executive coordination sub-system in the workshop consists of the personnel associated with the management of the processes whereby the workshop acquires necessary resources and allocates these resources to the two principal sub-systems who operate side-by-side within the workshop, the production and rehabilitation systems. Decisions regarding the manner in which resources are allocated are the principal outputs of the executive coordination subsystem.

Numerous complexities confront the executive coordination system of the workshop in determining the allocation of resources to the two parallel sub-systems. For example, constraints created by the need to remain within certain production cost limits, and in addition to conform to the legal requirements of the Wage and Hour Laws, make it difficult for the workshop to take full advantage of the potential rehabilitation strategies affecting client motivation which could be realized through varying rates of pay and reward schedules. In similar fashion, need to maintain levels of income received from production work makes it often necessary for workshops to accept types of work whose potential rehabilitative value may be marginal. Admissions policy is yet another area where decisions regarding the rehabilitative potential of the client and his productive potential must be considered, particularly insofar as the interests of those providing resources in exchange for rehabilitative services may conflict with the interests of those purchasing productive capacity from the workshop. Explicitly or implicitly these types of issues are confronted by the executive coordination system and have a bearing upon the allocation of resources from the several environmental sectors to the production and rehabilitation systems.

Framework for the Analysis of Workshop Problems and Policy Issues

The nature of the policy issues and problem areas arising in sheltered workshops is suggested by Figure Two. This diagram provides a schematic representation of the overlap and interdependence of the three sub-systems which have been described. From the diagram we may note that some questions clearly pertain to the operation of the system itself. These issues fall in areas 1, 2, and 3. Other issues can best be examined in light of problems created by the fact that there are areas of overlap among the sub-systems. These areas are those denoted 4, 5, and 6. Finally, there are issues which may only be considered in light of relevant facts about the socio-technical components of all three sub-systems. Area 7 of Figure Two indicates matters of policy arising as a consequence of the interdependence of the executive coordination, rehabilitation, and production systems.

Basically, Figure Two is a heuristic device. Since a complete inventory of relevant questions can hardly be offered here, we shall briefly touch upon some of the matters which appear to be central to these different areas. Intensive consideration of present and past policies and decisions on the part of workshop administrators and directors may suggest that consideration of areas of overlap between systems contributed to the complexity of the decision-making process, for it is often the case that the executive director acts as a broker between interests of different sub-systems.

As we indicated previously, the central function of the executive coordination sub-system within the workshop is to mediate between the organization and the environment. Area 1 of Figure Two suggests that a critical policy issue confronting the executive coordination system of the workshop is the manner in which it will organize in order to relate to the sectors from which its resources are derived. Selection of board members and provision of opportunities for them to contribute to the organization are, therefore, critical subsystem activities. Insofar as practicable, it would seem wise for the workshop to select a board of directors drawn from a wide cross section of the community thus creating a structure linking the workshop with the many resources which they need. Such resources need hardly be considered only financial, but also include sources of referral, technical assistance, financial and legal advice, and other material and non-material resources.

In areas 2 and 3 of Figure Two arise policy questions surrounding the structure and conduct of the two sub-systems,

rehabilitation and production. Given resource levels allocated by the executive coordination system, the immediate decisions associated with these areas concern structuring the sub-system with staff and specifying activities. In planning both the activities of the rehabilitation sub-system and the production sub-system, a variety of decisions must be made as to who will be assigned to do what, in what order and at what expense. For example, the rehabilitation system must determine what information is necessary to properly describe and measure client rehabilitation and with these criteria would derive therapeutic strategies consistent with goals established for client service. At the same time the production sub-system must arrive at decisions about the technical procedures they will employ to perform production work. In part these decisions reflect consideration of the available equipment, known characteristics of client productivity, availability of supervisory time and other matters central to production operations.

Turning to areas 4, 5 and 6 of Figure Two we see issues which arise as a consequence of the interdependence of two of the three systems. Illustrations can easily be offered by the experienced executive director, but we shall offer some issues which appear common to many workshops. For example, a central issue involved in area 4 of Figure Two relates to the activities of the rehabilitation system as regards clients after the time when client eligibility for funded service expires. While a variety of courses of action are available to the workshop in terms of servicing clients after periods of support expire, decisions regarding the disposition of individual cases often require estimation of the client's potential at some future date and consideration of the resources to be allocated to this client, as opposed to others for whom resources are available for service. A rather comparable issue often arises in connection with area 5 of Figure Two. The basic question created by the interdependence of the two sub-systems, the production and executive coordination sub-systems, arises from the need to consider the demands for production made upon the shop, present and potential productivity of clients, and utilization of incentives, particularly financial incentives. Consideration of these issues will of necessity require cooperation between formulators of policy and those concerned with the operation of the production sub-system.

A variety of familiar problems are suggested by the overlap between the production and rehabilitation sub-systems (area 6). One of these, the issue of discipline, seems to be an issue in many workshops. The basic problem here arises out of the sometimes conflicting interpretation of client behavior as defined by the two sub-systems. Definition of inappropriate client behavior, and the appropriate remedy for such behavior often highlights differences among rehabilitation and production personnel, necessitating the explicit or implicit development of a means for handling such behavior.

Finally, Figure Two suggests that there are problems and policy issues created by the complex interdependence of all three sub-systems of the workshop. A long list of issues could be here developed which would properly fall in area 7. Perhaps the most central issue here involves the problem of integrating production and rehabilitation activities in light of existing levels of resources. It is often apparent that workshops tend to devalue one system in preference to another. While in fact this may minimize internal conflict and at the same time simplify policy, such unbalanced emphasis tends to create an imbalance between the workshop as an organization and the community in which it operates. The central problem for workshop management is to create an integrated and balanced organization responsive to the increasing demands and varied needs for rehabilitation service to the disabled in the community. While many workshops aim at maximizing the outputs of either the rehabilitation or the production system, with the frequent effect of minimizing the effectiveness of the undervalued system, the central dilemma of the executive coordination system is to optimize output performance of each system relative to community needs.

Summary

We have presented in this brief discussion a set of concepts we have developed for the analysis of the organization and administrative problems which confront sheltered workshops. We have introduced the concept of systems analysis to examination of the activities of the workshop and indicated the manner in which the conceptual framework developed may be applied to consideration of the various activities of the workshop, particularly those concerned with allocating resources, producing economic value and processing disabled individuals in ways designed to increase their vocational performance and potential. Finally, we have discussed some of the complexities of administration created by the fact that the activities of each system are neither totally separate nor totally dependent.

The most fundamental task of the workshop as an organization arises from the need to provide both rehabilitative services to individuals and productive services to the community on a scale reflecting the variety of services needed by disabled and disadvantaged people in the community. For some individuals, rehabilitation will mean independence from the workshop; for others employment in a sheltered setting provides an opportunity to contribute productively to the community, for which the returns to the individual are not only remunerative but relief from chronic dependency. Consideration of these joint concerns and balanced implementation of such objectives is the essential administrative problem of sheltered workshops.

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